

Message Text

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S E C R E T SECTION 01 OF 02 LONDON 09455

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E.O. 11652: XGDS-1

TAGS: PARM, PFOR, MNUC, TECH

SUBJECT: NUCLEAR SUPPLIERS' MEETING JUNE 18-19

1. SUMMARY: JUNE 18 MULTILATERAL SUPPLIERS' DISCUSSIONS FOCUSED ON US "DISCUSSION PAPER" AND ON UK PAPER CALLING FOR FULL FUEL CYCLE SAFEGUARDS AS CONDITION OF NUCLEAR COOPERATION. TWO ISSUES ON WHICH VIEWS STILL DIFFER SIGNIFICANTLY ARE EXTENT OF SAFEGUARDS COVERAGE AND MULTINATIONAL CHARACTER OF REPROCESSING FACILITIES. UKDEL PREPARED REVISED, BRACKETED COMPOSITE PAPER REFLECTING VIEWS EXPRESSED, WHICH WAS REVIEWED ON JUNE 19, AND WILL NOW BE SUBMITTED FOR CONSIDERATION IN CAPITALS. FURTHER "PRELIMINARY FORMAL MEETING" IS SCHEDULED TENTATIVELY FOR SEPTEMBER 16 IN LONDON, WITH AIM OF ACHIEVING CONSENSUS ON PRINCIPLES. THIS WOULD BE FOLLOWED BY WORKING GROUP ACTIVITY TO PERFECT DOCUMENTATION FOR APPROVAL AT SUBSEQUENT CONFERENCE. END SUMMARY.

2. AT OUTSET OF MORNING SESSION, USDEL DISTRIBUTED ABSTRACT OF DETAILED US DISCUSSION PAPER CIRCULATED EARLIER IN EFFORT TO CLARIFY AND FOCUS DISCUSSIONS ON UNDERLYING CONCEPTS AND PRINCIPLES AND TO RESPOND TO SUGGESTIONS BY
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OTHER DELS IN BILATERALS (SEPTELS) THAT ORIGINAL DISCUS-

SION PAPER TOO "LEGALISTIC AND DETAILED." AS HOPED, US ABSTRACT (WHICH WAS WELCOMED BY ALL, AND PARTICULARLY BY FRENCH) SERVED TO FOCUS MEETING ON SUBSTANTIVE QUESTIONS.

3. FIRST MAJOR ISSUE RELATED TO ATTEMPT IN SECTIONS A-4 AND A-5 OF DISCUSSION PAPER TO GAIN WIDER SAFEGUARDS COVERAGE THROUGH MORE EXTENSIVE USE OF LEVERAGE TIED TO SUPPLY OF SENSITIVE MATERIALS, EQUIPMENT AND TECHNOLOGY. UK THEN INTRODUCED ALTERNATIVE PAPER, STRONGLY SUPPORTED BY CANADIANS AND SOVIETS BUT REJECTED BY FRENCH, REQUIRING SAFEGUARDS ON ENTIRE FUEL CYCLE OF RECIPIENT AS CONDITION OF NUCLEAR COOPERATION. CANADIANS NOTED THAT FULL FUEL CYCLE SAFEGUARDS REPRESENTED EQUIVALENT OF NPT OBLIGATION PREDICTABLY OPPOSED BY FRENCH FOR SAME REASON. FRENCH DEL EMPHASIZED NATIONAL POLICY OF REFUSING TO EXERT PRESSURE ON RECIPIENTS OUTSIDE THE AREA OF FRENCH EXPORTS. THESE WOULD OF COURSE BE SAFEGUARDED BUT FRANCE WOULD NOT TRY TO EXPAND SAFEGUARDS TO FACILITIES UNTOUCHED BY FRENCH SUPPLY ACTIVITIES.

4. SECOND MAJOR ISSUE RELATED TO MANDATORY PROVISION THAT ANY REPROCESSING PLANT RESULTING FROM EXPORTS OF EQUIPMENT OR TECHNOLOGY BE OF A MULTINATIONAL CHARACTER. WHILE INDICATING READINESS TO ENCOURAGE SUCH AN APPROACH, FRENCH IN PARTICULAR OBJECTED TO MAKING THIS REQUIREMENT MANDATORY. OTHER DELS (FRG, UK) STRONGLY QUESTIONED FEASIBILITY OF MANDATORY APPROACH. USDEL FORCEFULLY EXPLAINED US POSITION ON MULTINATIONAL FACILITIES AND MADE ADDITIONAL POINT IN PRIVATE TO FRENCH AND SUBSEQUENTLY UK AND FRG DELS THAT COUNTRIES ALREADY INDICATING RECEPTIVITY TO MULTINATIONAL PLANTS (E.G. IRAN, AN NPT PARTY) WOULD BE GIVEN PAUSE IF OTHERS IN SIMILAR CIRCUMSTANCES (OR NOT EVEN COMMITTED TO NON-PROLIFERATION) OBTAINED NATIONAL FACILITIES WITHOUT SUPPLIER OR REGIONAL INVOLVEMENT.

5. OTHER POINTS IN DISCUSSION PAPER RECEIVED BROAD SUPPORT. HOWEVER, FRENCH MADE CLEAR THEIR DESIRE TO MAINTAIN EXCEPTIONS TO RULE REQUIRING IAEA SAFEGUARDS AS CONDITION OF EXPORT ON BASIS OF CONSULTATION AMONG SUPPLIERS,

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BUT INFORMALLY EXPRESSED TO USDEL THEIR READINESS TO INDICATE CLEAR INTENT TO SAFEGUARD SUPPLIES WITH ANY SIGNIFICANT POTENTIAL FOR PROLIFERATION. SOVIET DEL (MOROKHOV) DOUBTED NEED FOR EXCEPTIONS, AND POINTED TO AVAILABILITY OF PROVISIONS FOR CONSULTATIONS IN UNUSUAL CASES. ON PHYSICAL SECURITY, FRG JOINED FRENCH IN URGING FORMULATIONS WHICH DO NOT INFRINGE ON SOVEREIGN PREROGATIVES OR DISCLOSE NECESSARILY CONFIDENTIAL PRECAUTIONS (SPECIFIC

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MEASURES) AS OPPOSED TO GENERAL STANDARDS. FRENCH (DE NAZELLE) PRIVATELY SUGGESTED THAT WORKING GROUP (FOLLOWING SEPTEMBER MEETING) COULD EXAMINE THIS MATTER FURTHER. CANADIANS RECOMMENDED THAT SUPPLIERS CONSIDER ISSUE OF SANCTIONS AGAINST VIOLATIONS OF SUPPLIER-RECIPIENT AGREEMENTS MADE ON BASIS OF THE SUPPLIERS' UNDERSTANDINGS, BUT AGREED WITH FRENCH AND OTHERS THAT FIRST PRIORITY WAS CONSENSUS ON SUBSTANTIVE UNDERSTANDINGS. IT WAS AGREED THAT THIS QUESTION WOULD BE ON AGENDA OF SEPTEMBER MEETING.

6. JAPANESE DEL TOOK CAUTIOUS APPROACH, RAISED MANY QUESTIONS ON DETAILS AND PERIODICALLY INDICATED RESERVE WITH REGARD TO PAPERS BEING DISCUSSED, WHILE SUPPORTING GENERAL APPROACH. THEY NOTED THE DELICACY OF THEIR PARTICIPATION DURING DIET DEBATE ON NPT RATIFICATION.

7. UKDEL VOLUNTEERED TO PREPARE FOR JUNE 19 MEETING A REVISED PAPER BASED ON (A) ABSTRACT OF US DISCUSSION PAPER, WITH BRACKETS AROUND PORTIONS THAT WERE QUESTIONED OR WERE THE SUBJECT OF ALTERNATIVE FORMULATIONS, AND (B)

UK PAPER CALLING FOR FULL FUEL CYCLE SAFEGUARDS (PARA 3 ABOVE), SHOWN IN BRACKETS AS POSSIBLE ALTERNATIVE TO
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PERTINENT SECTIONS OF DISCUSSION PAPER. THIS COMPOSITE BRACKETED TEXT, DESIGNED TO SHOW BOTH THE DEGREE OF CONSENSUS AND DIFFERING VIEWS ON REMAINING CONTROVERSIAL POINTS, WOULD BE USED BY EACH DELEGATION AS BASIS FOR SEEKING FORMAL GOVERNMENT POSITIONS PRIOR TO NEXT MEETING. JUNE 19 MEETING REVIEWED AND WORKED OUT COMPOSITE PAPER (ENTITLED "PRELIMINARY DRAFT GUIDELINES") WHICH IS BEING BROUGHT TO WASHINGTON BY USDEL.

8. DESPITE USDEL'S URGING THAT WE NEXT MEET IN JULY AND EXPRESSED READINESS OF OTHER DELEGATIONS TO MEET AT THAT TIME, FRENCH INSISTED, AND GROUP ACCEPTED THAT MORE TIME REQUIRED TO OBTAIN DESIRED GOF DECISIONS ON REVISED TEXTS AT NECESSARILY HIGH LEVEL. THUS "PRELIMINARY, FORMAL" MEETING TENTATIVELY SCHEDULED FOR SEPTEMBER 16 IN LONDON, WITH OBJECTIVE OF ARRIVING AT FORMAL CONSENSUS, FOLLOWING WHICH A WORKING GROUP WOULD BE TASKED TO DEVELOP THE FINAL TEXT OF DOCUMENT(S) REFLECTING THIS CONSENSUS, FOR FORMAL ADOPTION AT SUBSEQUENT CONFERENCE.

9. GROUP DECIDED TO DEFER FURTHER CONSIDERATION OF EXPANDED PARTICIPATION UNTIL SEPTEMBER MEETING. WITH PARTICIPANTS (PARTICULARLY FRANCE AND JAPAN) EXPRESSING STRONG REGRET REGARDING PRESS LEAKS, GROUP AGREED TO HARMONIZE PRESS HANDLING IN ACCORDANCE WITH FOLLOWING GENERAL GUIDELINES: IF GOVERNMENTS HAVE TO RESPOND, THEY SHOULD ONLY INDICATE THAT MEETING REGARDING NUCLEAR ENERGY MATTERS TOOK PLACE IN LONDON WITHOUT REPEAT WITHOUT OFFICIALLY SPECIFYING NUMBER OR IDENTITY OF OTHER PARTICIPANTS OR SUGGESTING IN ANY WAY EXPORTERS' OR SUPPLIERS' CLUB OR CARTEL. SOVIET DEL REASSURED DELEGATIONS THAT MEETING WOULD NOT BE MENTIONED IN SOVIET PRESS.

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